

# Chapter IV

## Commercial/Industrial

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## Sandy City Commercial/Industrial Study

### Zoning Recommendations

Prepared for:

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The Sandy City Planning Commission

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## RECOMMENDED POLICIES

### General City-wide

1. Commercial development to provide for convenience shopping should be allowed within the various communities of Sandy in locations of greatest accessibility and least impact on residential neighborhoods.
2. Businesses providing employment opportunities should be encouraged into Sandy. Those should include light industrial and research activities in order to stabilize and diversify the economic base.
3. The City of Sandy should actively promote light industrial, research, and other desirable business activity. Ideally, the promotional activity should include the acquisition of land for the development of industrial or business parks.
4. Various levels of retail commercial activity should be described and identified and encouraged into the most appropriate locations within the Sandy Planning Area. In some cases, these designations would apply to existing commercial districts, in other instances new locations should be identified.
5. Commercial development should be planned for in close coordination with traffic and transportation planning. Because of the potential for continued residential and commercial growth in the Sandy Area, there is an opportunity to avoid the growth-related problems that have characterized other areas in Salt Lake County. The guidelines for growth should be developed to achieve the following:
  - a. Ease of traffic flow, with a minimum of congestion and accidents on the arterial and collector streets.
  - b. Mitigation of the visual and functional chaos created by typical “strip” commercial development (as exemplified by Redwood Road, Highland Drive and many parts of State Street).
  - c. Creation of a consistent and identifiable design concept for the street frontage of commercial properties. The consistent implementation of such a concept would create a positive identity for Sandy and become a source of civic pride.



### Policies Related to Zoning

All properties presently zoned for commercial use should be reviewed to assess the potential impact upon the emerging commercial development goals of the Sandy Comprehensive Plan. Factors to be considered should include:

1. The relationship of the properties to the arterial and collector road system;
2. The adequacy of the size and dimension of the properties to accommodate desired setbacks, landscaping, off-street parking, buffering, etc.;
3. The traffic-generating potential of the land uses currently on the properties;
4. The compatibility of permitted uses with the growth trends and characteristics of the area surrounding the properties.

### Alternatives for Rectifying Inconsistent Zoning

1. Consider the zone designation be changed to an existing non-commercial zone designation that would still allow a satisfactory economic return to the property owner.
2. If no other existing zone designation would achieve the desired results, and if some kind of commercial use is regarded as the only viable economic use of the land, consider creation of new, alternative commercial zoning.

## **PROPOSED ZONING CONCEPTS**

### Zoning and Development Policies for Geographic Areas

A hierarchy of levels of commercial development has been identified for the Sandy Planning Area and has been generally assigned to geographic areas. This is a very broad classification system, and specific zoning should allow for flexibility within the system.

- A. Regional Commercial District



State Street through Salt Lake County has become the “Main Street” of the county. From the Salt Lake City Central Business District to approximately 7200

South, State Street is a continuous commercial strip of business nearly all of which are appealing to a regional market, i.e., all of Salt Lake County and beyond.

In the Vine Street area of Murray, there still can be seen the vestigial remains of what was once a well-developed Murray “Central Business District.” The small storefront businesses now appear as anachronisms facing the six lane divided highway with its 30,000 to 40,000 daily vehicle trips. Very few of the businesses in this area could be described as still serving just the local Murray community. Most of Murray State Street is currently characterized by large regional businesses such as Allwoods, Gibsons, the auto agencies and Fashion Place Mall. This scale of business, with the accompanying traffic volumes and congestion, generally terminates at 7200 South. The Midvale portion of State Street provides a transition from the regional to a local scale. In Sandy, State Street still has mainly locally-oriented businesses and many substantial residential buildings.

South of 9400 South, a rural quality predominates. The establishment of the freeway interchange at 9000 South and the tremendous Sandy area growth, have encouraged regional-scale business along 9000 South between the freeway and State Street. With the eventual opening of the proposed new mall near 10600 South, it is anticipated that State Street will begin to draw increasing volumes of regional traffic south of 7200 South.

An eventual transition from local commercial and residential uses on State Street to regionally-scaled business need not be discourage, but the achievement of a better quality of development that has occurred farther north should be an important Sandy City development goal for State Street.

1. Scope The area of Sandy City covering roughly both sides of State Street and both sides of 9000 South, from State Street to the Jordan River, has been recommended for development of regional commercial business, as well as industrial development. This area includes the site on which the proposed regional shopping center will be constructed.

A zoning district which covers the shopping center site has been developed by Sandy City and will be ready for implementation as the center develops. The zoning that is proposed below would apply to the remainder of the regional commercial area, principally the street-front properties facing State Street and 9000 South. The concepts for industrial



parks are presented in Section F.

2. Purpose It is proposed that a zone district be established that will guide the anticipated commercial growth on State Street and 9000 South. The regulations should not discourage commercial development, but should assure the creation and maintenance of high quality of development. The guidelines are developed to assure an attractive business environment with harmonious landscaping, adequate off-street parking, and appropriately designed and spaced identification signs. Efficient traffic movement would be achieved by the provision for well-spaced and designed driveways, and prohibition of curb parking.
3. Objectives In order to fulfill the stated purpose of this zone district, the following specific objectives are established:
  - a. Provide for large minimum lot sizes for all future commercial uses that will discourage cluttered, strip development.
  - b. Allow wide lot frontages, to assure well-spaced driveway entrances and abundant landscaping.
  - c. Provide for sufficient lot depth to allow for necessary site development.
  - d. Establish strict off-street parking regulations that require adequate, well designed parking lots and which will achieve the eventual elimination of curb parking.
  - e. Develop business sign regulations that specify size, spacing and quality that will be appropriate to large-scale commercial establishments but which will encourage a satisfying visual environment.
  - f. Allow flexibility with respect to allowed land uses, to include light industrial and related uses; the quality of development to be assured by the use of site design review and conditional uses.
  - g. Find alternatives to using 9000 South, where possible. This facility is congested now and will be required to accommodate higher volumes when the bypass to 9400 South is complete.





- h. Establish within the zoning ordinance the authority for the Planning Commission to revoke site plan approval or a conditional uses permit if substantial development on a site has not taken place within one year. The ordinance should also provide for the reversion of a grant of commercial zoning to the previous zone designation, at the discretion of the City Council upon the recommendation of the Planning Commission, in the event of a lack of development progress after a period of one year.
4. Recommended Land Uses The land uses recommended for inclusion in this zone district represent a fairly broad selection of uses; the major emphasis for achievement of zoning objectives has been placed on the use of the development standards. It is suggested that the most useful quality control technique will be site plan review conducted by the Planning Commission and staff. Additional compliance can be assured by use of the conditional use permit.

#### Typical Permitted Uses

- a. Agriculture
- b. Fraternal or Service Organizations, Meeting Halls
- c. Mortuary
- d. Offices, Business, Professional, or Governmental
- e. Banking and Financial Institutions, except those with drive-in accommodations
- f. Residential, Multi-family
- g. Institutions, Public or Quasi-Public

#### Typical Conditional Uses

- a. Automobile and Truck Sales, Service, and Repair
- b. Commercial Recreation
- c. Drive-in Bank or Financial Institutions
- d. General Merchandise Sales or Department Store
- e. Industrial Uses or Industrial Park (See Section F)
- f. Liquor Store
- g. Mobile Home Park
- h. Nursery and Garden Supplies
- i. Storage or Warehouse Facility
- j. Theater, Indoor or Outdoor
- k. Any use or development on a lot that extends more than 200 feet



from the right-of-way line of State Street or 9000 South

#### Notes on Conditional Uses

The uses selected as conditional should be those that would normally not be compatible with the purpose of the district, but which could become compatible if certain conditions are complied with. In the Regional Commercial District, normally incompatible uses would be those that would generate frequent vehicle trips and high volumes per acre, or which could introduce incompatible building types or sizes. The conditions imposed should, therefore, require better than average solutions to vehicular ingress and egress. The review process should also allow consideration of building type and scale, especially for the industrial and warehouse structures, and require design solutions that will be compatible with city development goals. Conditions might also be imposed upon commercial uses that abut residential lots describing the manner in which development could impose the least impact on the residential uses.

#### 5. Development Standards

- a. **Minimum Development Site.** To achieve the objectives for this zone district, it is recommended that minimum site area of one acre be required for commercial development. This suggests joint development of small lots, where feasible.
- b. **Front Yard and Landscaping.** A consistency of front yard landscaping on major streets in a commercial district would provide perhaps the most positive visual impact of any other physical development concept. A completely logical and feasible setback requirement would have to vary somewhat with lot size. It is recommended that a range of between 20 to 30 feet be established for the setback requirement. Landscaping with berms, shrubs, and a predesignated specie of tree would be advisable.

It is recommended that the front yard landscaping requirements avoid creation of the typical narrow (3 to 4 feet) planting strip between the curb and the sidewalk. Those strips are too narrow to support most desirable species of tree, or to allow significant landscaping, and are often neglected. The sidewalk could be placed next to the curb, or farther to the rear of the front yard.



- c. Side and Rear Yards and Landscaping. Creative site design and landscaping should be the most important consideration. Abutting commercial developments may be able to develop conjointly their parking lots, traffic, or pedestrian circulation patterns, or landscaping concepts, if allowed the flexibility and encouragement to do so. Inflexible side yard landscaping requirements would preclude creative solutions. For lots on which cooperative development is not possible, or which border residential uses, there should be a requirement to provide from 5 to 20 feet of landscaping, depending upon the size of the development.
- d. Signs. The use of identification signs should be guided by the objective to achieve an uncluttered and generally harmonious visual quality. Sign types should be limited to free-standing, ground, or wall signs (signs may be mounted, flat, or project from a building wall). Signs should not be allowed to project above the established height of buildings, nor should they be allowed to dominate the area of the side of a building. Temporary mobile reader board signs, floating blimps, A-frame signs, and highly animated or flashing signs, and off-premise signs should be among those that are prohibited. The sign regulations should not sterilize the vitality of a commercial district, but should prevent the “cheapening” of the district that a sign clutter can create.

The size of wall signs and free-standing signs could vary somewhat, depending upon the distance from the fronting street. Wall signs greater in size than 30 percent of the area of the wall of the building on which it appears should be discouraged. Free-standing signs should not be allowed to stand higher than the buildings, with the possible exception of an area close to the freeway ramp.

- e. Intersections of major arterial streets in this area (i.e., 9000 South, State Street, and 10600 South) to be spaced 1,600 to 2,000 feet apart, in order to further control access.
- f. Off-street Parking. Properly designed and adequate off-street parking will be essential. Standards developed by the City should require at least 5 spaces for each 1,000 feet of retail space, or based upon number of employees for other uses.
- g. Overhead Utilities. An effort should be initiated, perhaps as a city



wide policy, to place as many utility wires underground as may be feasible and practical.

- h. **Lighting.** The lighting of outside spaces should be designed to minimize the impact and nuisance to neighboring properties.

**B. Community Commercial Center District**

On the scale of commercial development, as described in the Sandy City Commercial/Industrial Study, Market and Traffic Analysis, the next level of shopping center after the regional center is the community center. The community center falls within a size range of 100,000 to 250,000 square feet of retail floor space, and normally serves a marketing area of about 35,000 population. A community center may draw from beyond the local jurisdiction, but appeals primarily to the needs of surrounding neighborhoods.

The concept of identifying various levels of commercial center is proposed for the purpose of encouraging most new commercial development into planned centers and away from strip developments. The only area of Sandy that can be identified as a community center is the area of 700 East/9400 South. This is a complex of shopping centers and businesses, rather than a single, planned center, but their proximity creates a single attraction.

This area has developed into the prime commercial focal point of Sandy. It is possible that it is the "100 percent corner" or area of the highest commercial land value. The center's commercial growth and strength assures its continued role as a community focus and the largest locally-oriented business district in Sandy. It is conceivable, however, that other centers in Sandy could grow to the scale of a community center at sometime in the future.

It is important that as the 700 East/9400 South Center grows and develops, it be guided by public policy that will assure that this center, or any future community center, will be attractive and functional and an asset to the City.

- 1. **Scope** A zone district is proposed that will apply to planned commercial districts that fit the definition of a community commercial center. The designation of a commercial area as a community commercial center district will allow some land uses not allowed in smaller districts, and impose other design requirements. It is proposed that the current C-2 zoning that applies to the four quadrants of 700 East and 9400 South, including Union Square Shopping Center, the Grand Central - Albertsons



area and the north-west quadrant from 9400 South to Farmer's Market, be converted to a Community Commercial Center District, and that other commercial centers be allowed such designation only if they comply with the basic requirements for designation, as outlined below.

2. Purpose This zone district is intended to provide for commercial centers that are of sufficient size and scale to offer a variety of goods and services to a community-wide market, but which are not of a scale to attract a regional market. The provisions of this district are to assure that such centers will encourage a high quality of development, efficient traffic circulation, and a minimal impact upon surrounding properties.
3. Objectives In order to fulfill the stated purpose of this zone district, the following specific objectives are established:
  - a. Identify the size and scale of a community center in compliance with accepted shopping center definitions.
  - b. Identify locational criteria for a community center to assure that the center will have good access and exposure from City's arterial/collector network.
  - c. Provide for traffic circulation within the center and ingress and egress to and from the street system that will result in the least impact on the system and an efficient and safe traffic flow.
  - d. Establish strict off-street parking regulations that require adequate, well-designed parking lots and which will achieve the eventual elimination of curb parking.
  - e. Provide for landscaping along public rights-of-way, the boundary lines of the center, and throughout the center site, to assure the compatibility with the surroundings, and improve the City's environment.
  - f. Assure a variety of land uses, commercial goods and services, that are appropriate to a community shopping center.
  - g. Develop business sign regulations that specify size, spacing, and quality that will be appropriate for shopping center identification,



and which will protect the visual quality of the abutting streets.

- h. The granting of zoning designation as a community commercial center should be allowed only when it can be shown that a proposed area qualifies by compliance with the basic zoning prerequisites, below. City policy should assure that the zoning grant shall revert to the previous zone designation if substantial

development of the center as approved by the site plan approval process is not undertaken within a period of two years.

- 4. Basic Zone Prerequisites In order for an area to be granted initial designation as a Community Commercial Center District, it should be shown that the following conditions exist:
  - a. The proposed site is at least 10 acres in size.
  - b. The site will have access directly to and from an arterial or major collector street.
  - c. Traffic circulation can be accomplished without contributing to an existing problem are, especially if located at a major intersection.
  - d. Adequate utilities and public services can be provided.
  - e. If located at an intersection of arterial or collector streets, the site (preferably) occupies one quadrant of the intersection (Exceptions may be granted for community centers only).
  - f. The developer can present a market analysis, produced by qualified professionals, that verifies an existing or potential market for the center, and the adequacy of the site location.
  - g. The proposal has been presented at a public hearing in compliance with requirements for a change of zone district.
- 5. Recommended Land Uses The land uses recommended for a community commercial district are generally those that would be appropriate to a retail trade environment. The center should be free to attract comparison sales as well as convenience.



### Typical Permitted Uses

- a. Animal Clinics
- b. Banking or Financial Institutions
- c. General Merchandise Sales and Services, including Discount Stores, Junior Department Stores. Anchor stores should be limited to a gross leasable area of 50,000 square feet.
- d. Offices, Professional and Business
- e. Personal Services
- f. Supermarket, Drugstore
- g. Theaters, indoor only
- h. Restaurants

### Typical Conditional Uses

- a. Automobile Services
- b. Restaurant, Fast food or Drive-up
- c. Liquor stores, or Restaurants serving alcoholic beverages.

### Note on Conditional Uses

Conditions imposed upon automobile services and fast food restaurants should assure that the placement of these activities will be substantially distant from critical intersections to avoid contributing to traffic congestion. Conditions relating to liquor sales or consumption should comply with any existing City ordinances.

## 6. Development Standards

- a. Site Drainage. The site should be basically level and capable of being drained into an existing public facility, or effectively retained on the site.
- b. Driveway Access. Access should be allowed only by way of driveways that comply with city engineering design standards. Driveways should be spaced at least 200 feet apart and should provide for a stacking lane of sufficient length to avoid impeding traffic on any abutting street.
- c. Front Yard and Landscaping. The quality of front yard landscaping treatment and its consistency with standards for other



commercial areas will be important. No buildings of the center should be allowed closer than 30 feet from an abutting public street. Landscaping of the front yard area should provide berms, shrubs, and a predesignated specie of tree.

As mentioned with respect to the Regional Commercial District, Section A, the typical narrow parking strip should be avoided in favor of placing the sidewalk at the curb, or far enough back from the curb to allow for substantial landscaping.

- d. Side and Rear Yards and Landscaping. The treatment of side and rear yards will be important to assure adequate buffering of neighboring residential properties. The treatment of the side yards that abut residential uses should be carefully considered during the site plan review process. At least 20 feet of landscaping should be provided and maintained with substantial trees, shrubs, or fencing to assure a visual buffer.
- e. Off-Street Parking. The parking requirement for the community commercial center should assure at least 5 parking spaces for every 1,000 square feet of gross leasable area devoted to retail sales and services. Standards should also provide for landscaping of the parking lots. The standards should call for landscaping elements of sufficient quantity and placement to reduce the visual impact of the vast paved area. The actual design solution could be resolved during site plan review.
- f. Signs. A commercial center should be allowed one free-standing identification sign for each street frontage. Size and design should be determined by a city-wide sign regulation. Regulations for community centers should require the developer to provide illustrations of sign design concepts that will be used for identification of individual businesses within the center. Such signs should conform to a basic design for color, size, and graphic style. Sign regulations for shopping centers should prohibit blinking or moving signs, roof signs, free-standing signs that stand higher than 30 feet, mobile signs (A-frames or boards).
- g. Bus shelters. The inclusion of bus shelters in the pedestrian areas should be encouraged.
- h. Overhead Utilities. It is highly recommended that overhead





utilities serving the center be placed underground, where feasible.

### C. Neighborhood Commercial Center District

A neighborhood center is defined as a commercial shopping district that provides a substantial variety of convenience goods and services to a residential area. These centers fall within a size range of between 30,000 to 75,000 square feet of gross leasable area. The neighborhood center provides the possibility also of including some public facilities, meeting spaces, etc., for the neighborhood community that it serves. The potential of the neighborhood centers serving as a social as well as commercial focal point suggest that such districts be chosen carefully to assure good access from and identity with the neighborhood communities.

1. Scope The Neighborhood Commercial Center District provides for convenience commercial uses that most logically are located close to residential areas. The centers are predesignated as shown on the map, in order to comply with the Sandy Comprehensive Plan goal to establish centers for each of the Sandy City communities. The provisions of the Neighborhood Center District are proposed to assure a scale and type of commercial development that will be appropriate for the locations that have been selected. It is conceivable, however, that a neighborhood center could grow to a size which would require its re-classification to a community center.

The Country Square Shopping Center at 1300 East 8600 South has been identified as the neighborhood commercial center serving portions of both the Sandy and Alta Canyon communities. The center will be highly visible and accessible to traffic on 1300 East and should benefit from that exposure. It is important that 1300 East be allowed to function as a major traffic artery; for that reason, it is recommended that retail commercial be confined to the west side of 1300 East near this intersection.

A quadrant of the intersection of 1300 East and 10600 South has also been recommended as a Neighborhood Commercial District. This center would provide a focus for the Bell Canyon Community. The location is recommended in preference to sites within the center of the Bell Canyon community, because of the potential for greater exposure. The center at this intersection will, when 130 East is opened to the south, benefit from traffic moving along 1300 East as well as that coming down from 10600 South, and traffic attracted to Dry Creek Park as it develops. In the



interest of maintaining good traffic movement, however, it is important that the center be confined to one quadrant of the intersection.

The neighborhood center recommended for 2000 East and 9400 South, the Canyon Center, will be an important focus for the Alta Canyon Community and the rapidly growing east bench. It is likely that its location and access will allow this center to become one of the largest of the neighborhood centers. It is likely that 9400 South will always remain the most important east-west artery for Sandy City, providing the primary access to the canyons, ski resorts, and upper bench residences. The completion of 2000 East (from 7000 South to Draper), though still some years away, will create major shifts in travel patterns, and will channel high traffic volumes past this shopping center. Even the construction of a two-lane facility on 2000 East from Creek Road to 9400 South would open the Willow Creek community into the market area of Canyon Center. Canyon Center could then become a convenient alternative to the 7000 South centers for many of the Willow Creek residents. It will be important that all future commercial development at this intersection continue to be confined to the northeast quadrant in order to avoid serious future traffic congestion.

The neighborhood center recommended for the area of 700 East and 10600 South would provide a convenience shopping focus for the Crescent Community. This location would benefit from the projected increases of traffic on both 700 East and 10600 South. The volume of traffic on 10600 South will increase considerably with the opening of the regional shopping center at State Street and 10600 South.

City policy should emphasize that the neighborhood centers are established primarily for convenience shopping and to allow for some community public facilities. The neighborhood centers should be regarded as a means to balance the distribution of commercial activity, reduce travel time for daily needs, and help stimulate community identity. These centers should not necessarily be regarded as a serious threat to the success or survival of the larger community or regional centers.

2. Purpose The Neighborhood Commercial Center District is established to allow access to convenience shopping in areas outside of the major commercial centers. The zoning regulations are intended to limit the neighborhood centers to uses that are normally defined as convenience



goods and services, and to assure that such centers create an attractive and functional shopping environment that is compatible with a residential atmosphere.

3. Objectives In order to fulfill the stated purpose of this zone district, the following specific objectives are established:
- a. Identify the size and scale of the neighborhood commercial center in compliance with accepted shopping center definitions.
  - b. Identify locational criteria for a neighborhood center to assure that the center will be accessible to the neighborhood it serves without impacting local neighborhood streets.
  - c. Establish strict off-street parking regulations that require adequate, well-designed parking lots and allow prohibition of curb parking.
  - d. Provide for landscaping along public rights-of-way, the perimeter of the center, and in appropriate areas of the center site, to assure compatibility with the surrounding neighborhood, and contribute to the improvement of the local environment.
  - e. Assure access to goods and services that are most often needed for family consumption, and are most appropriate for a neighborhood center.
  - f. Develop business sign regulations that specify size, spacing, and quality that will be appropriate for neighborhood shopping center identification, and which will protect the visual quality along the abutting streets.
  - g. The granting of zoning designation as a neighborhood commercial center should be allowed only when it can be shown that a proposed area qualifies by compliance with the basic zoning prerequisites, as described below. City policy should assure that the zoning grant will revert to the previous zone designation if substantial development of the center as approved by the site plan review process is not undertaken within a period of one year.



4. Basic Zone Prerequisites In order for an area to be granted designation as a Neighborhood Commercial Center District, it should be shown that the following conditions exist:
  - a. The proposed site is at least 4 and no greater than 10 acres in size.
  - b. The site will have access directly to an arterial or collector street, preferably at an intersection of such streets.
  - c. Traffic circulation can be accomplished without contributing to an existing problem area, especially if located at a major intersection.
  - d. Adequate utilities and public services can be provided.
  - e. The developer can present a market analysis, produced by qualified professionals, that verifies an existing or potential market for the center, and the adequacy of the site location.
  - f. The proposal has been presented at a public hearing in compliance with City procedures for a change of zone district.
  - g. If located at an intersection of arterial or collector streets, the site occupies only one quadrant of the intersection. If the proposal is for the expansion of an existing neighborhood commercial district, the newly added area must be contiguous to the existing center on the same side of the abutting street.
5. Recommended Land Uses The land uses recommended for a neighborhood commercial district emphasize those that are generally regarded as convenience goods and services, with some supporting general merchandise sales and public facilities possible where desirable.

**Typical Permitted Uses**

- a. Banking or Financial Institution
- b. Convenience Sales and Services, including Supermarket, Drugstore, Hardware, Barber and Beauty Shops, Dry Cleaner
- c. Individual General Merchandise Sales
- d. Commercial School or Institution
- e. Offices, Professional or Business



### Typical Conditional Uses

- a. Automobile Services
- b. Restaurant, Fast Food or Drive-up
- c. Public Facilities, Library, etc.

### Notes on Conditional Uses

Conditions imposed upon automobile services and fast food restaurants should assure that the placement of these activities will be substantially distant from critical intersections to avoid contributing to traffic congestion. Conditions applying to public facilities should be based upon the need to assure that such uses do not interrupt the commercial trade environment.

## 6. Development Standards

- a. Driveway Access. Access should be allowed only by driveways that comply with city engineering design standards. Driveways should be spaced at least 200 feet apart and should provide for a stacking of sufficient length to avoid impeding traffic on any abutting street.
- b. Front yard and Landscaping. The quality of front yard landscape treatment and its consistency with other commercial areas is equally important for neighborhood centers. Building setbacks should be 30 feet from abutting public streets. Landscape treatment in the yard area should be as substantial and significant as in other commercial areas, with berms, shrubs, and approved street trees.

The neighborhood centers, as well as other commercial frontage should avoid use of the narrow planting strip in favor of other alternatives that will allow the use of massive landscape treatments.

- c. Side and Rear Yards and Landscaping. The buffering of neighborhood residential properties would be especially important for neighborhood centers. A 10 to 20 foot landscaped buffer should be provided along borders with residences, or construction of a solid wall or fences of sufficient height to screen out loading



docks and storage areas.

- d. **Off-Street Parking.** The standard parking requirement for all shopping centers is 5.0 spaces for every 1,000 square feet of gross leasable area devoted to retail sales and services. Standards for landscaping in and around parking areas should assure visual interception of the massive paved area. Lighting of the lot should be controlled to avoid disturbing abutting residences.
- e. **Signs.** As with community centers, the neighborhood center should be allowed one identification. Sign for each street frontage, size and design should be conservative and comply with a city-wide sign regulation. Regulations should require the developer to provide illustrations of design concepts for signs that will be used for identification of individual businesses in the center. Business identification signs should conform to a basic design for color, size, and graphic style. Signs to be prohibited should include any blinking or moving signs, roof signs, free-standing signs that stand higher than 30 feet, and the mobile reader board sign.
- f. **Overhead Utilities.** It is highly recommended that overhead utilities serving the center be placed underground, where feasible.

#### **D. Convenience Center District**

The convenience centers are conceived as commercial developments that are substantial smaller than a neighborhood shopping center and, though they should ideally be designed as a small complex, they would most likely attract independent freestanding businesses. The locations proposed on the map for convenience centers are sites that are currently zoned commercial. The district, however, is intended to be a floating zone.

- 1. **Scope** The convenience center, or cluster, is intended to be a floating zone, i.e., only when the basic prerequisites have been met may an area qualify for zoning as a convenience center district. Such designations should be used sparingly. The convenience center would allow for some small scale convenience shopping or services in area very close to residential growth areas that would not support a neighborhood center.

Some recommended locations for Convenience Centers are shown on the



map because of their location and current zoning status. One of these, a C-2 zone at 2000 East and 11700 South, is suggested as a Convenience Center because of the limited growth potential of the surrounding area.

The emerging commercial node at 1300 East and 9400 South is recommended to remain at the level of a convenience cluster, with respect to retail commercial. The future hospital should stimulate a demand for medically-oriented offices and become the dominant land use in this area. The intersection will eventually become one of the highest concentrations of traffic volume in the Sandy area, and commercial development of a larger scale is not advisable.

The steep topography of 9400 South on both sides of 1300 East would complicate turning movements generated by retail commercial businesses. The northwest quadrant of the intersection would accommodate some modest business activity, but reduction of turning movements and "side friction" near the intersection should be of paramount concern.

The commercially zoned parcel on 2000 East, north of the Canyon Center, is also shown as a convenience cluster. This area is a shorter distance from a neighborhood center than has been recommended for other clusters. The traffic volumes projected for 2000 East may justify the location, though that level of traffic will not occur for several years. As a convenience cluster, this area would serve primarily the Willow Creek community. A more logical location for such a center, however, would be closer to Creek Road. Because this general area is developing as a moderately-low density residential neighborhood, any commercial development should be very carefully designed to assure compatibility. It will also be important to assure that the vehicle access to and from 2000 East will not contribute to traffic congestion.

2. Purpose The Convenience Center District is provided to allow some limited convenience shopping in residential areas where the impact on residences must be kept minimal, or where a larger commercial center would not be economically feasible. Though modest in size and impact, such centers must nonetheless adhere to standards of compatibility with the residential neighborhood in which they occur.
3. Objectives In order to fulfill the stated purpose of this zone district, the following specific objectives are established:



- a. Identify locational criteria for a convenience center to assure that the center will enjoy accessibility and exposure within a residential area.
  - b. Establish zoning specifications that will ensure that the convenience center will be established as a small, quiet retail node and that it remain the same.
  - c. Define the off-street parking regulations that will be adequate and which will make curb parking unnecessary.
  - d. Provide guidelines for the landscaping of front yard areas and building setbacks that will blend with abutting properties.
  - e. Encourage architectural concepts that will compliment the physical environment in which the center is to be constructed.
  - f. Specify business sign regulations that will assure compatibility with immediate surroundings, especially if located in a residential neighborhood.
  - g. Assure that businesses in the center are confined to providing convenience goods and services, and at a small scale of operation.
  - h. The granting of zoning designation as a convenience commercial center should be allowed only when it can be shown that a proposed area qualifies by compliance with the basic zoning prerequisites, as described below. City policy should assure that the zoning grant will revert to the previous zone designation if substantial development of the center as approved by the site plan review process is not undertaken within a period of six months.
4. Basic Zone Prerequisites In order for an area to be granted designation as a convenience center district, it should be shown that the following conditions exist:
- a. The proposed site is at least two acres and no greater than four acres in size (with the exception of existing pre-designated zones that are larger in size).





- b. The site is located on at least a minor collector street, and would impose minimal impact on any local residential street.
- c. If located at an intersection, it is to occupy only one quadrant of the intersection.
- d. The site is located at least one-half mile from the next closest commercial district, and a quarter of a mile from an elementary or middle school.
- e. The proposal has been presented at a public hearing in compliance with city procedures for a change of zone district.
- f. If the proposal is for the expansion of an existing convenience center, the newly added area must not allow the total district to increase beyond the maximum size limit, and the newly added area must be contiguous to the existing center on the same side of the street.

5. Recommended Land Uses The land uses recommended for a convenience center district are those that serve immediate family convenience needs and which can be conducted at a relatively small scale of operation.

Permitted uses

- a. Small grocery, variety store
- b. Banking or financial institutions, including drive-in facility
- c. Offices, professional only
- d. Small independent general merchandise sales

Conditional Uses

- a. Automobile services, car wash allowed only if attached to service station
- b. Restaurant, including Fast Food or Drive-up.

Note on Conditional Uses

Conditions imposed upon automobile services and fast food restaurants should assure that they will be placed at a substantial distance from an



intersection, they will not congest local traffic, and that the site and building design, and landscaping will be compatible with the surrounding neighborhood.

6. Development Standards

- a. Driveway Access. However the center may be developed, there shall be a space of at least 150 feet between separated in and out driveways; with standard curb between them, or one combined driveway per street frontage, with curb and gutter on the remainder of the frontage.
- b. Front Yard and Landscaping. The front yard setbacks should be consistent with the setback of other buildings in the area. Landscaping should be included as is appropriate to the depth of the front yard. The narrow park strip should be avoided if a walkway can tie in effectively with any existing sidewalks.
- c. Side and Rear Yards and Landscaping. The protection of neighboring residential uses is also important for convenience centers. At least five feet of landscaping or a decorative fencing should be required around the periphery of the center.
- d. Building Design. Every effort should be made to encourage architectural concepts for all buildings in the center that would compliment the residential character of the neighborhood. The use of pitched roofs and typical residential siding materials would be examples of compliance.
- e. Off-Street Parking. Standard parking space requirements should be required, along with adequate landscaping to assure at least partial screening from residences and the fronting streets.
- f. Signs. Free-standing signs in convenience centers should be discouraged where wall signs would be as easily visible from the public streets. Prohibitions against the use of mobile readerboard signs, blinking lights, temporary A-frames, and hanging pennants should be strictly enforced.

E. 700 East Commercial District



The segment of 700 East from Fort Union Boulevard to 9400 South, as projected by Wasatch Front Regional Council and the Utah Department of Transportation estimates, will be carrying some of the highest traffic volumes in the Sandy area by 1995. The community center at 9400 South and the Family Center area at Fort Union Boulevard will continue to grow and increase their traffic generating capabilities. As these two centers grow, they will not only attract large numbers of people, but will also share customers who will travel between the two centers along 700 East.

This section of 700 East might be compared with the space between two large anchor stores situated at each end of a shopping center. Shopping centers establish the anchor stores at opposite ends in order to draw people back and forth between them. A similar situation will likely occur along 700 East between the two community centers, except that the traffic will be vehicular rather than pedestrian.

Along with the traffic volumes generated by the two shopping centers, 700 East must also continue to function as an important arterial highway. The significance of 700 East as a regional traffic facility will be enhanced even more at the time the I-215 belt route is completed and a major interchange is functioning between 900 East and 1300 East.

All of these factors contribute to a realization that 700 East must remain capable of carrying high volumes of traffic. Continuing the analogy of comparing 700 East with the space between two anchor stores in a shopping center, the space becomes highly desirable commercially because of the exposure to the numbers of shoppers who pass from one store to the next. For the same basic reason, 700 East will be recognized as very attractive for commercial development.

It is apparent, therefore, that 700 East will be attractive to commercial development while increasing in important as a major traffic artery. The typical "strip" commercial development that occurs in such situations has been proven to be inimical to efficient traffic movement. The challenge for the public policies that must guide development along 700 East will be to assure appropriate and high quality development that can be economically successful while avoiding the clutter and congestions of a commercial strip.

1. Scope A zone district is proposed that will provide one all-encompassing alternative to the various zoning designations that are currently scattered along both sides of 700 East from the north



city limits to the 9800 South area (except for the 9400 South/700 East Community Center). Most of the commercial properties that front on 700 East should be re-zoned in order to assure consistency and a uniform zoning policy. Though additional commercial zoning may not be encouraged, if properties in this area that are now zoned residential should be proposed for commercial zoning, they should be allowed no other zone designation than the 700 East Commercial District.

2. Purpose The 700 East Commercial District is intended to encourage a type and quality of land use along 700 East that will preclude the development of typical strip commercial and to allow 700 East to accomplish its function as an important high volume traffic artery. Design requirements of this district should result in 700 East developing into an attractive, dignified thoroughfare with an efficient traffic flow and minimum of accidents.
3. Objectives In order to fulfill the stated purpose of this zone district, the following specific objectives are established:
  - a. The City should continue its policy of assuming a future right-of-way of 106 feet for 700 East. This policy requires all new construction to observe an appropriate building setback.
  - b. Land uses allowed on properties abutting 700 East should be those that are appropriate to a busy thoroughfare, but which are known to generate relatively modest amounts of traffic per acre of land area, and which would impose generally light impact on the surroundings.
  - c. Development guidelines should assure minimum conflict with traffic movement on 700 East by encouraging large lots on which driveways can be spaced a substantial distance apart with adequate turn-out lanes. New developments should be encouraged to provide access from side or abutting streets other than 700 East; absolutely no parking should be allowed on 700 East nor should vehicles be allowed to back into the street.



- d. Commercial development guidelines should require building lots to be of sufficient size to allow for adequate front yard setback, landscaping, off-street parking and a buffer for abutting residential properties, if necessary. Lots in the existing commercial zones that are of insufficient size to provide for these facilities should be encouraged to expand before commercial or industrial development is allowed.
  - e. New streets proposed to intersect with 700 East should be discouraged unless they are at least 1,000 feet from the next closest intersection.
4. Recommended Land Uses The two major concerns for the future development of properties along 700 East are the impact of land uses on traffic movement, and the character of the commercial uses that will occupy the street frontage. The land uses recommended for the 700 East Commercial District are those that are known to attract modest volumes of traffic and which can lend themselves to a higher quality of development.

#### Typical Permitted Uses

- a. Fraternal or Civic Organization
- b. Health Care, Convalescent Center
- c. Offices, Business and Professional
- d. Public and Quasi-Public Institutions

#### Typical Conditional Uses

- a. Commercial Recreation (Health Spa, Racquet Club)
- b. Nursery, with garden supply sales
- c. Light Industry, Research and Development
- d. Mortuary
- e. Motel
- f. Residential, Multiple Family (approximately 12 units/acre)
- g. Restaurant (traditional service, no fast food)
- h. Theater (indoor only).

#### Note on Conditional Uses



Uses allowed conditionally should be generally the commercial uses considered as capable of being compatible with the purpose and objectives of the 700 East Commercial District. Those uses recommended above are considered to be commercial uses that normally are low on the scale of traffic generation, or which would receive their peak of activity substantially later in the day than the daily commuter peak volumes. The conditions imposed should require assurance of effective and efficient traffic circulation, and, if possible, access from side streets. Conditions should also require special efforts to be made to assure visual quality and compatibility with surrounding uses.

5. Development Standards

- a. Adequate Development Site. It is important for 700 East development that sufficient space be provided between driveway accesses, and that substantial space be assured for site development and off-street parking. This suggests commercial development on large lots, or on lots developed jointly.
- b. Driveway Access. It will be important to this zone district that curb and gutter is eventually developed along 700 East and that curb-side parking is prohibited, at least during peak hours. A spacing of at least 100 feet between standard-design driveways should be required.
- c. Front Yard and Landscaping. Though many years may pass before all of 700 East is developed under provisions of the proposed 700 East Commercial District, a consistency of landscaping of just the commercially zoned properties would have a significant visual impact. A 30 foot setback should be required with some flexibility allowed for special circumstances. Landscaping should include shrubs, berms, and all predesignated specie of street tree.

The elimination of the 3 to 4 foot planting strip would also be a desirable development standard along 700 East. Placement of the sidewalk closer to the building side of the front yard would be a preferred solution to the narrow



planting strip because of the heavy traffic volumes anticipated on 700 East.

- d. Side and Rear Yard and Landscaping. The joint development of parking, landscaping, and pedestrian walkways should be encouraged where possible. Side and rear yard landscaping requirements should be strict where commercial uses will abut residential lots, but there should be sufficient flexibility to allow for creative solutions to site planning between commercial lots.
- e. Off-Street Parking. The parking space requirements should be applied according to the specific land uses that are to occupy the lot. Requirements should be adequate to discourage overflow parking on 700 East. Parking lots should be abundantly landscaped.
- f. Signs. Sign regulations should be uniformly applied throughout the City, but the highway commercial zones will generate the greatest pressure for sign proliferation and competition. The conditional uses recommended for the 700 East District are those that will be most demanding. The spacing of free-standing signs (to approximately 100 to 150 feet -- or, one per lot), and the percentage that a building wall may be covered with a wall sign (about 30 percent is recommended) will be important standards. The height (i.e., 30 feet) and the size of free-standing signs will be important also. The temporary mobile readerboard signs, flashing lights, A-frames, and off-premise billboards should be prohibited.

F. Industrial Overlay Zone (Industrial Alternate 1)

- 1. Scope Light industry and research uses could occur in any zone district within the City if allowed as a conditional use. Regulations of the overlay zone would not change regulations of the existing zone districts but would apply in addition. All uses allowed by this concept would be conditional uses and review and approval would follow conditional use review procedures.



2. Purpose Light industry and research uses are provided in order to allow desirable industrial uses and industrial parks to occur within the City in appropriate locations and in a manner that will assure complete compatibility with the environment, abutting land uses, and existing traffic facilities.

3. Recommended Land Uses for Residential Districts

- a. Experimental research and testing laboratories
- b. Utility substations and offices
- c. Manufacturing, compounding, processing, assembling, or packaging of articles or merchandise of the following products:

Cameras and photographic equipment

Ceramics

Electrical appliances and electronic instruments, devices,  
small objects, and handicrafts

Jewelry, art objects, and handicrafts

Medical and dental instruments

Pens, pencils, and artists' materials

Scientific instruments

Small tools and light metal products

Sporting and athletic goods

Wearing apparel

- d. Use judged by the Planning Commission to be similar and compatible with the purpose of the Ordinance.

4. Development Standards

- a. The use shall occupy a building lot of at least one acre.
- b. The use shall be located at least 500 feet from another industrial/research use.
- c. Main structures and accessory buildings shall comply with all yard requirements established for the zone district in





which the lot exists.

- d. The lot shall be thoroughly landscaped to assure visual buffering from residences and public streets, and such landscaping shall be adequately maintained.
- e. Yard and outside building lights shall be directed away from neighboring properties.
- f. Off-street parking shall comply with all ordinance requirements and be located preferably at the rear of the main building, or where it will be least visible from abutting properties and public streets.
- g. Architectural design and exterior finish that is compatible with a residential environment will be preferred.
- h. Identification signs shall comply with regulations of the Sign Chapter.
- i. No use shall be served by vehicles larger than a van or pickup truck, and no more than three deliveries in a 24-hour period. No truck delivery shall take place between the hours of 10 p.m. to 7 a.m.

5. Recommended Land Uses for Non-Residential Districts

- a. A planned industrial park which will accommodate two (2) or more establishments whose land uses are listed below.
- b. Uses allowed in residential areas
- c. Manufacturing, compounding, processing, assembling, or packaging of articles or merchandise of the following products:

Automotive, including tires and batteries  
Beverages, except alcoholic beverages  
Food, not including fish, meat, sauerkraut, vinegar or yeast  
Musical instruments  
Pharmaceuticals



Wearing apparel

- d. Manufacturing, compounding, or treatment of articles of merchandise from the following prepared materials:

Bone

Cork

Fabrics, textiles or leather

Fur, hair or feathers

Paint, paper, plastics and rubber

Photographic film

Precious or semi-precious metals or stones

Wood, excluding planing mills

- e. Kennels

- f. Automotive Service and Repair

- g. Resident quarters for a watchman on the same premises on which the watchman is employed

- h. Railroad yards, freight stations, and trucking depots

- i. Warehouse and storage centers

- j. Uses judged by the Planning Commission to be similar and compatible with the purposes of this Ordinance.

6. Development Standards

- a. The lot shall be thoroughly landscaped to assure visual buffering from public streets, and such landscaping shall be adequately maintained.

- b. Yard and outside building lights shall be directed away from neighboring properties.

- c. Off-street parking shall comply with requirements of the Off-Street Parking Chapter.

- d. Architectural design and exterior finish that is compatible with the surrounding environment is preferred.



- e. Signs shall comply with regulations of the Sign Chapter.

G. Industrial or Research Parks

- 1. Scope Industrial or research parks could be encouraged through the use of the overlay zone. Industrial parks, if well designed and managed, can be a very attractive and compatible development in an urban metropolitan area. Depending upon the scale of the development, and the type of industry or business allowed into it, an industrial park could impose less of an impact on its surroundings than the typical shopping center.

A successful industrial or research park should be based upon a well-conceived master plan and good subsequent management to assure compatibility among businesses within the park and compatibility with neighboring properties. Restrictive covenants should call for landscaping, lots and common areas, and harmonious sign design. Good access to the arterial system is also essential.

- 2. Purpose The purpose of the industrial park is to provide for a park-like, attractive operating environment for industry, for the protection of its occupant industries from the encroachment of uses adverse to the operation and expansion of such industry, as well as to reduce the impact of industrial use upon surrounding non-industrial uses; to lessen traffic congestion; to protect the health and safety of the residents or workers in the area and within the City in general.
- 3. Development Standards
  - a. A minimum land area of ten acres should be required for development of an industrial park, with larger parcels preferred.
  - b. The development should be in single or corporate ownership at the time of application.



- c. The development should follow a comprehensive master plan to assure the park's good visual quality, compatible relationship to its surroundings, and good access to existing streets.
- d. No lot within the park should face directly onto any public street.
- e. Restrictive covenants should be required that will assure continued maintenance of landscaping, architectural controls, strict adherence to environmental standards, and compatibility with surroundings.

**H. Industrial Zone (Industrial Alternate 2)**

As an alternative, or in addition to an industrial overlay zone, a traditional industrial zone could be established for use in appropriate areas. Though not as flexible as an overlay zone, the traditional approach has the advantage of creating an exclusive industrial district. Though appropriate areas for exclusive industrial development should be identified by the Sandy Comprehensive Plan, it is not recommended that industrial zones be pre-designated. Too often, pre-designated industrial zones remain undeveloped and unproductive for long periods of time, and other uses are discouraged from locating because of the industrial designation. This may occur unless the area is actively promoted and/or developed by the local government or a private development group.

It is recommended that the area described as the Regional Commercial District be considered as available for industrial zoning as attractive proposals are received or promotional programs are developed. This area has good access to freeway and railroads. As the Market and Traffic Analysis Report of the Sandy Commercial/Industrial Study pointed out, however, congestion at

9000 South and the freeway ramps suggest that industrial development be encouraged to the south for eventual access to the future interchange at 10600 South.



1. Scope A more traditional industrial zone district would be available for designating appropriate areas for industrial development. This would be an alternative to the performance standard approach offered by the overlay zone (alternate 1).
2. Purpose An industrial, manufacturing zone is established to provide for industrial and related uses that are compatible with industrial development, within areas of the city that are considered appropriate and convenient for such use.
3. Objectives In order to fulfill the stated purpose of this zone district, the following specific objectives are established:
  - a. The location of industrial districts, and distribution of industrial activities within those districts, should be guided by anticipation of the generation of traffic. Vehicles generated by the industrial operation (trucks) or by employees (autos) could create traffic congestion on the arterial and collector system and compound already existing problems. Traffic impact should be an important consideration in the identification of industrial locations.
  - b. In planning for major employment sites, a general rule should be to encourage such development to locate south of 9400 South in order to accomplish better distribution of traffic, along with good balance of related commercial and residential development.
  - c. Because many industrial uses can function without a location near railroad siding, same locations east of I-15 should be considered for compatible light industrial use.
  - d. Any portion of an industrial district that fronts on arterial or collector streets should be guided by standards developed for commercial uses,



particularly calling for large minimum lot sizes, well controlled vehicle access, and carefully designed identification signs.

- e. Performance standards for industrial uses should be adopted by the city, with an assurance that such standards are current with contemporary expertise and national or state environmental standards for air pollution, noise levels, and other factors. The approval of industrial uses should include assurance of adherence to such standards.

- 4. Recommended Land Uses Land uses allowed in an industrial district should be selected to encourage a wide variety of activities while assuring compatibility with the basic industrial purpose, and performance standards.

Uses could be drawn from those mentioned in Section F for both residential and non-residential district. Those uses most likely to impose environmental or traffic impact should be allowed as conditional uses with conditions imposed to assure compliance with performance standards.

- 5. Development Standards

- a. **Minimum Lot Size.** The minimum lot requirements of one acre for commercial uses on major streets should be applied in the industrial district as well.
- b. **Yards and Landscaping.** Consistency with commercial district with respect to setbacks and landscaping should also be maintained. The suggestion made for the Regional Commercial District that side yard landscaping be based upon the size of the development would be appropriate for the industrial district.
- c. **Signs.** Some industrial developments desire highly visible identification signs. Signs in the industrial



district should be regulated to assure well-designed on-premise signs with no animations or other designs that would be incompatible with other districts.

- d. **Parking and Loading.** Because of the likelihood that the industrial district would demand substantial truck movement and activity, the off-street parking and loading requirements should be determined by number of employees on peak shifts. Loading docks and truck movements should be the subject of site plan review to assure acceptable visual quality. Loading areas should be screened from view from public streets.
- e. **Outside Storage.** The storage of equipment should be allowed but should be screened from public streets and adjacent property. Screening should be opaque up to eight feet and should be called for to screen company owned and operated vehicles and equipment. No storage should be allowed in required yard or set-back areas.
- f. **Utilities.** The placing of utility lines underground should be encouraged where possible. Lines that cannot be buried should be planned along interior property lines.



## EXHIBIT A

### Traffic Generation Tables For Land Uses

The table on the following pages is provided for general guidance. The rankings shown are based upon estimates of average trip generation per 1000 sq. ft. of Gross Floor Area, unless noted otherwise. It is possible, therefore, that some uses may appear high on the scale, but are generally small in size (i.e., medical offices) and would therefore attract less traffic than a lower ranked use that usually occupies greater acreage (i.e., golf course). It should be noted also that other variables are possible that could modify these general rankings.





### Vehicle Trip Generation Chart

Ranking of a representative selection of specific land uses on a basis of average daily trips per unit of size.

High	Fast Food Restaurant Supermarket Auto Supply Store Discount Store/Supermarket Combination Shopping Center (Small) Shopping Center (Regional) Medical Offices (Varies by Specialty) Automobile Dealers Drugstore Service Station
High Medium	Bowling Alley Professional Offices Motel with Convention Facilities Apartments (20 units/acre)(much lower if elderly housing) Senior High School Industrial Park Condominiums (single story)
Low Medium	High Density Single Family Detached (8 units/acre) Mobile Home Park General Offices Motel Without Convention Facilities Research and Development Furniture Store
Low	Medium Density Single Family Detached (3-5 units/acre) Hospital Elementary School Freestanding General Manufacturing Participant Sports General Recreation Low Density Single Family Detached (acre lots) Golf Course



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Source: Various trip-generation studies made available by the Utah State Department of Transportation, Planning Division



## Goal:

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To provide adequate and accessible commercial services to maximize the compatibility of commercial and residential uses and to increase the employment opportunities within Sandy City.

## Policies:

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### GENERAL CITY WIDE POLICIES

- a. Allow convenience shopping within the various communities of Sandy in locations of greatest accessibility and least impact on residential neighborhoods.
- b. Encourage businesses providing employment opportunities to develop within Sandy. Those should include light industrial and research activities in order to stabilize and diversify the economic base.
- c. Actively promote light industrial, research and other desirable business activity. Ideally, the promotional activity should include the acquisition of land for the development of industrial or business parks.
- d. Identify, describe and encourage various levels of retail commercial activity into the most appropriate locations within Sandy City. In some cases, these designations would apply to existing commercial districts, in other instances, new locations should be identified.
- e. Plan commercial development so it is in close coordination with traffic and transportation planning. Because of the potential for continued residential and commercial growth in the Sandy area, there is an opportunity to avoid the growth-related problems that have characterized other areas in Salt Lake County. The guidelines for growth should be developed to achieve the following:
  1. Ease of traffic flow, with a minimum of congestion and accidents on the arterial and collector streets.



2. Mitigation of the visual and functional chaos created by the typical commercial “strip” commercial developments (as exemplified by Redwood Road, Highland Drive and many parts of State Street).
  3. Creation of a consistent and identifiable design concept for the street frontage of commercial properties. The consistent implementation of such a concept would create a positive identity for Sandy and become a source of civic pride.
- f. Review all properties presently zoned for commercial use to assess the potential impact upon the emerging commercial development goals of the Sandy Comprehensive Plan. Factors to be considered should include:
1. The relationship of the properties to the arterial and collector road system;
  2. The adequacy of the size and dimension of the properties to accommodate desired setbacks, landscaping, off-street parking, buffering, etc.;
  3. The traffic-generating potential of the land uses currently on the properties;
  4. The compatibility of permitted uses with the growth trends and characteristics of the area surrounding the properties.
- g. Provide alternatives for rectifying inconsistent zoning.
1. Consider the zone designations be changed to an existing non-commercial zone designation that would still allow a satisfactory economic return to the property owner.
  2. If no other existing zone designation would achieve the desired results, and if some kind of commercial uses is regarded as the only viable economic use of the land, consider the creation of new, alternative commercial zoning.



## ZONING AND DEVELOPMENT POLICIES FOR GEOGRAPHIC AREAS

A hierarchy of levels of commercial development has been identified for Sandy City and has been generally assigned to geographic areas. This is a very broad classification system, and specific zoning should allow for flexibility within the system.

### Regional Commercial

The area of Sandy City covering roughly both sides of State Street and both sides of 9000 South from State Street to the Jordan River will be the area of regional commercial business, as well as industrial development. This area includes the site on which the proposed Sandy Regional Shopping Center will be constructed.

Local policy should provide for the following:

1. Provide for large minimum lot sizes for all future commercial uses that will discourage cluttered, strip development. Lot size should be at least one acre to assure at least 150 foot distances between driveway accesses and adequate space for site development and off-street parking. Achievement of these goals suggests joint development of small lots.
2. Allow wide lot frontages to assure well-spaced driveway entrances and abundant landscaping.
3. Provide sufficient lot depth to allow for necessary site development. If the lot exceeds 200 feet in depth, the uses should be subject to conditional site plan review.
4. Require properly designed and adequate off-street parking. Establish strict off-street parking regulations that require adequate, well-designed parking lots and which will achieve the eventual elimination of curb parking.
5. Use signs in such a way as to achieve an uncluttered and generally harmonious visual quality. Develop business sign regulations that specify size, spacing and quality that will be appropriate to large-scale commercial establishments, but which will encourage a satisfying visual environment.
6. Allow flexibility with respect to allowed land uses, to include light industrial and related uses; the quality of development to be assured by the use of site design review and conditional uses.



7. Find alternatives to using 9000 South, where possible. This facility is congested now and will be required to accommodate higher volumes when the bypass to 9400 South is complete.
8. Require landscaping for the street frontage setback and side and rear yard setback areas which follows a city-wide design concept to achieve a visual harmony and unique identity.
9. Urge the Department of Transportation to redesign the I-15 north-bound onramp on 9000 South and improve its signing so it can accommodate more efficiently the rapidly growing traffic which uses it.
10. Develop a consistent, explicit policy regarding the spacing of driveways and the issuance of driveway permits. Such a policy should be adopted for development along all arterial and collector streets in Sandy City.
11. Spacing of intersections on major arterial streets in this area (e.g., 9000 South, State Street and 10600 South) should be 1,600 to 2,000 feet apart, in order to further control access.
12. Encourage the placement of utility wires underground where feasible and practical.
13. Design lighting to minimize the impact and nuisance to neighboring properties.
14. Encourage the inclusion of bus shelters and bike racks in the pedestrian areas.
15. The granting of zoning designation as a regional commercial center should be allowed only when it can be shown that a proposed area qualifies by compliance with the basic zoning prerequisites. City policy should assure that the zoning grant shall revert to the previous zone designation of substantial development of the center as approved by the site plan approval process is not undertaken within a period of one year. The zoning ordinance should give the Planning Commission the authority to revoke site plan approval or conditional use permit if substantial development has not taken place within one year following their approval.



### Community Commercial Center District

On the scale of commercial development, as described in the Sandy City Commercial/Industrial Study, Market and Traffic Analysis, the next level of shopping center after the regional center is the community center. The community center falls within a size range of 100,000 to 250,000 square feet of retail floor space, and normally serves a marketing area of about 35,000 population. A community center may draw from beyond the local jurisdiction, but appeals primarily to the needs of surrounding neighborhoods.

1. Identify the size and scale of a community center in compliance with accepted shopping center definitions.
2. Identify locational criteria for a community center to assure that the center will have good access and exposure from City's arterial/collector network.
3. Assure a variety of land uses, commercial goods and services, that are appropriate to a community shopping center.
4. Provide for traffic circulation within the center and ingress and egress to and from the street system that will result in the least impact on the system and an efficient and safe traffic flow.
5. Allow access only by way of driveways that comply with city engineering design standards. Driveways should be spaced at least 200 feet apart and should provide for a stacking lane sufficient length to avoid impeding traffic on any abutting streets.
6. Future growth and development in the center should take place in large clusters with interior circulation and no frontage directly onto 700 East or 9400 South.
7. Establish strict off-street parking regulations that require adequate, well-designed parking lots and which will achieve the eventual elimination of curb parking.
8. Assure that the site is basically level and capable of being drained into an existing public facility, or effectively retained on site.
9. Provide for landscaping along public rights-of-way, the boundary lines of



the center, and throughout the center site, to assure compatibility with the surroundings, and improve the City's environment.

10. Develop standards for landscaping of parking lots. The standards should call for landscaping elements of sufficient quantity and placement to reduce the visual impact of the vast paved area. The actual design solution could be resolved during site plan review.
11. Develop business sign regulations that specify size, spacing and quality that will be appropriate for shopping center identification, and which will protect the visual quality of the abutting streets.
12. Encourage the placement of utility wires underground where feasible and practical.
13. Design lighting to minimize the impact and nuisance to neighboring properties.
14. Encourage the inclusion of bus shelters and bike racks in the pedestrian areas.
15. The granting of zoning designation as a community commercial center should be allowed only when it can be shown that a proposed area qualifies by compliance with the basic zoning prerequisites, below. City policy should assure that the zoning grant shall revert to the previous zone designation if substantial development of the center as approved by the site plan approval process is not undertaken within a period of two years. The zoning ordinance should give the Planning Commission the authority to revoke site plan approval or conditional use permit if substantial development has not taken place within one year following their approval.

In order for an area to be granted initial designation as a Community Commercial Center District, it should be shown that the following conditions exist:

- a. The proposed site is at least 10 acres in size.
- b. The site will have access directly to and from an arterial or major collector street.
- c. Traffic circulation can be accomplished without contributing to an existing problem area, especially if located at a major intersection.





- d. Adequate utilities and public services can be provided.
- e. If located at an intersection of arterial or collector streets, the site (preferably) occupies one quadrant of the intersection (exceptions may be granted for community centers only).
- f. The developer can present a market analysis, produced by qualified professionals, that verifies an existing or potential market for the center, and the adequacy of the site location.
- g. The proposal has been presented at a public hearing in compliance with requirements for a change of zone district

#### Neighborhood Commercial Center District

A neighborhood center is defined as a commercial shopping district that provides a substantial variety of convenience goods and services to a residential area. These centers fall within a size range of between 30,000 to 75,000 square feet of gross leasable area.

- 1. Identify the size and scale of the neighborhood commercial center in compliance with accepted shopping center definitions.
- 2. Identify locational criteria for a neighborhood center to assure that the center will be accessible to the neighborhood it serves without impacting local neighborhood streets.
- 3. Assure access to goods and services that are most often needed for family consumption, and are most appropriate for a neighborhood center.
- 4. Allow access only by driveways that comply with city engineering design standards. Driveways should be spaced at least 200 feet apart and should provide for a stacking of sufficient length to avoid impeding traffic on any abutting streets.
- 5. Establish strict off-street parking regulations that require adequate, well-designed parking lots and allow prohibition of curbside parking.
- 6. Provide standards for landscaping in and around parking lots to assure visual interception of the massive paved area. Lighting of the lot should



be controlled to avoid disturbing abutting residents.

7. Provide for landscaping along public rights-of-way, the perimeter of the center, and in appropriate areas of the center site, to assure compatibility with the surrounding neighborhood, and contribute to the improvement of the local environment.
8. Develop business sign regulations that specify size, spacing and quality that will be appropriate for neighborhood shopping center identification, and which will protect the visual quality along the abutting streets.
9. Encourage the placement of utility wires underground where feasible and practical.
10. Encourage the inclusion of bus shelters and bike racks in the pedestrian areas.
11. The granting of zoning designation as a neighborhood commercial center should be allowed only when it can be shown that a proposed area qualifies by compliance with the basic zoning prerequisites, as described below. City policy should assure that the zoning grant will revert to the previous zone designation if substantial development of the center as approved by the site plan review process is not undertaken within a period of one year. The zoning ordinance also should give the Planning Commission authority to revoke site plan approval or conditional use permit if substantial development has not taken place within one year following their approval.

In order for an area to be granted designation as a Neighborhood Commercial Center District, it should be shown that the following conditions exist:

- a. The proposed site is at least 4 and no greater than 10 acres in size.
- b. The site will have access directly to an arterial or collector street, preferably at an intersection of such streets.
- c. Traffic circulation can be accomplished without contributing to an existing problem area, especially if located at a major intersection.
- d. Adequate utilities and public services can be provided.



- e. The developer can present a market analysis, produced by qualified professionals, that verifies an existing or potential market for the center, and the adequacy of the site location.
- f. The proposal has been presented at a public hearing in compliance with City procedures for a change of zone district.
- g. If located at an intersection of arterial or collector streets, the site occupies only one quadrant of the intersection. If the proposal is for the expansion of an existing neighborhood commercial district, the newly added area must be contiguous to the existing center on the same side of the abutting street.

#### Convenience Center District

The convenience centers are conceived as commercial developments that are substantially smaller than a neighborhood shopping center and, though they should ideally be designed as a small complex, they would most likely attract independent freestanding businesses. The locations proposed on the map for convenience centers are sites that are currently zone commercial. The district, however, is intended to be a floating zone.

- 1. Identify locational criteria for a convenience center to assure that the center will enjoy accessibility and exposure within a residential area.
- 2. Establish zoning specifications that will ensure that the convenience center will be established as a small, quiet retail node and that it remain the same.
- 3. Assure that businesses in the center are confined to providing convenience goods and services, and at a small scale of operation.
- 4. Encourage architectural concepts that will compliment the physical environment and residential character of the neighborhood in which the center is to be constructed. The use of pitched roofs and typical residential siding materials would be examples of compliance.
- 5. Require a space of at least 150 feet between separated in and out driveways, with standard curb between then or one combined driveway per street frontage, with curb and gutter on the remainder of the frontage.



6. Define the off-street parking regulations that will be adequate and which will make curb parking unnecessary. Adequate landscaping should be provided to assure at least partial screening from residences and the fronting streets.
7. Provide guidelines for the landscaping of front yard areas and building setbacks that will be consistent and blend with abutting properties. Landscaping should be included as is appropriate to the depth of a front yard. Landscaping and fencing should also be provided around the periphery of the center.
8. Specify business sign regulations that will assure compatibility with immediate surroundings, especially if located in a residential neighborhood.
9. Design lighting to minimize the impact and nuisance to neighboring properties.
10. Encourage the inclusion of bike racks in the pedestrian areas.
11. The granting of zoning designation as a convenience commercial center should be allowed only when it can be shown that a proposed are qualifies by compliance with the basic zoning prerequisites, as described below. City policy should assure that the zoning grant will revert to the previous zone designation if substantial development of the center as approved by the site plan review process is not undertaken within a period of six months. The zoning ordinance also should give the Planning Commission authority to revoke site plan approval or conditional use permit if substantial development has not taken place within six months following their approval.

In order for an area to be granted designation as a convenience center district, it should be shown that the following conditions exist:

- a. The proposed site is at least 2 acres and no greater than 4 acres in size (with the exception of existing pre-designed zones that are larger in size).
- b. The site is located on at least a minor collector street, and would impose minimal impact on any local residential street.



- c. If located at an intersection, it is to occupy only one quadrant of the intersection.
- d. The site is located at least one-half mile from the next closest commercial district, and a quarter of a mile from an elementary or middle school.
- e. The proposal has been presented at a public hearing in compliance with city procedures for a change of zone district.
- f. If the proposal is for the expansion of an existing convenience center, the newly added area must not allow the total district to increase beyond the maximum size limit, and the newly added area must be contiguous to the existing center on the same side of the street.

#### 700 East Commercial District

The 700 East Commercial District covering both sides of 700 East from the north city limits to 9800 South is intended to encourage a type and quality of land use along 700 East that will preclude the development of typical strip commercial and to allow 700 East to accomplish its function as an important high volume traffic artery. Design requirements of this district should result in 700 East developing into an attractive, dignified thoroughfare with an efficient traffic flow and minimum of accidents.

- 1. Provide development guidelines which assure minimum conflict with traffic movement on 700 East by encouraging large lots on which driveways can be spaced a substantial distance apart with adequate turn-out lanes. The minimum development size should be one acre. Achievement of these goals suggest joint development of small lots.
- 2. Provide sufficient lot depth to allow for necessary site development. If the lot exceeds 200 feet in depth, the uses should be subject to conditional site plan review.
- 3. New developments should be encouraged to provide access from side or abutting streets other than 700 East; absolutely no parking should be allowed on 700 East nor should vehicles be allowed to back into the street.
- 4. Require in the commercial developments guidelines that building lots to



be of sufficient size to allow for adequate front yard setback, landscaping, off-street parking and a buffer from abutting residential properties, if necessary. Lots in the existing commercial zones that are of insufficient size to provide for these facilities should be encouraged to expand before commercial or industrial development is allowed.

5. Allow land uses on properties abutting 700 East which are appropriate to a busy thoroughfare, but which are known to generate relatively modest amounts of traffic per acre of land area, and which would impose generally light impact on the surroundings.
6. Continue the city policy of assuming a future right-of-way of 106 feet for 700 East. This policy requires all new construction to observe an appropriate building setback.
7. Discourage new streets proposed to intersect with 700 East unless they are at least 1,000 feet from the next closest intersection.
8. Provide curb and gutter along 700 East and prohibit curb-side parking at least during peak hours. A spacing of at least 150 feet between standard-design driveways should be required.
9. Though many years may pass before all of 700 East is developed under provisions of the proposed 700 East Commercial District, a consistency of landscaping of just the commercially zoned properties would have a significant visual impact. A 30 foot setback should be required with some flexibility allowed for special circumstances. Landscaping should include shrubs, berms, and all pre-designated species of street tree.
10. Encourage the joint development of parking, landscaping and pedestrian walkways where possible. Side and rear yard landscaping requirements should be strict where commercial uses will abut residential lots, but there should be sufficient flexibility to allow for creative solutions to site planning between commercial lots.
11. Apply parking space requirements according to the specific land uses that are to occupy the lot. Requirements should be adequate to discourage overflow parking on 700 East. Parking lots should be abundantly landscaped.
12. Specify business sign regulations that will assume compatibility with immediate surroundings, especially if located in a residential



neighborhood.

13. Design lighting to minimize the impact and nuisance to neighboring properties.
14. The granting of zoning designation as a convenience commercial center should be allowed only when it can be shown that a proposed area qualifies by compliance with the basic zoning prerequisites. City policy should assure that the zoning grant will revert to the previous zone designation if substantial development of the property as approved by the site plan review process is not undertaken within the period of one year. The zoning ordinance also should give the Planning Commission authority to revoke site plan approval or conditional use permit if substantial development has not taken place within one year following their approval.

## ZONING AND DEVELOPMENT POLICIES FOR INDUSTRIAL AREAS

### Industrial Overlay Zone

Light industry and research uses are provided in order to allow desirable industrial uses and industrial parks to occur within the City in appropriate locations and in a manner that will assure complete compatibility with the environment, abutting land uses, and existing traffic facilities.

Light industry and research uses could occur in any zone district within the City if allowed as a conditional use. Regulations of the overlay zone would not change regulations of the existing zone districts but would apply in addition. All uses allowed by this concept would be conditional uses, and review and approval would follow conditional use review procedures.

1. Land Uses for Residential Districts
  - a. Require at least one acre for a building lot.
  - b. Locate the use at least 500 feet from another industrial/research use.
  - c. Require main structures and accessory buildings to comply with all yard requirements established for the zone district in which the lot exists.



- d. Require the lot to be thoroughly landscaped to assure visual buffering from residences and public streets, and such landscaping shall be adequately maintained.
- e. Design yard and outside building lights to be directed away from neighboring properties.
- f. Provide off-street parking to comply with all ordinance requirements and be located preferably at the rear of the main building, or where it will be least visible from abutting properties and public streets.
- g. Encourage architectural design and exterior finish that is compatible with a residential environment.
- h. Require identification signs to comply with regulations of the Sign Chapter.
- i. Consideration must be given to the traffic impact on abutting land uses.

**Land Uses for Non-Residential Districts**

- a. Require the lot to be thoroughly landscaped to assure visual buffering from public streets, and such landscaping shall be adequately maintained.
- b. Design yard and outside building lights to be directed away from neighboring properties.
- c. Require off-street parking to comply with requirements of the Off-Street Parking Chapter.
- d. Encourage architectural design and exterior finish that is compatible with the surrounding environment.
- e. Require identification to comply with regulations of the Sign Chapter.





### Industrial Zone

An industrial, manufacturing zone established to provide for industrial and related uses that are compatible with industrial development, within areas of the city that are considered appropriate and convenient for such use.

This is a more traditional industrial zone district designating appropriate areas for industrial development. This would be an alternative to the performance standard approach offered by the Industrial Overlay Zone.

1. Review each location of the industrial districts, and distribution of industrial activities within those districts to determine the amount of traffic which will be generated. Vehicles generated by the industrial operation (trucks) or by employees (autos) could create traffic congestion on the arterial and collector system and compound already existing problems.
2. In planning for major employment sites, encourage development to locate south of 9400 South in order to accomplish better distribution of traffic, along with good balance of related commercial and residential development.
3. Require that any portion of an industrial district that fronts on arterial or collector streets be guided by standards developed for commercial uses, particularly calling for large minimum lot sizes, well controlled vehicle access, and carefully designed identification signs.
4. Adopt performance standards for industrial uses with an assurance that such standards are current with contemporary expertise and national or state environmental standards for air pollution, noise levels and other factors. The approval of industrial use should include assurance of adherence to such standards.
5. Require minimum lot size of one acre.
6. Provide consistency with commercial district with respect to setbacks and landscaping. The side yard landscaping should be based upon the size of the development.
7. Regulate signs in the industrial district to assure well-designed on-premise signs with no animations or other designs that would be incompatible with other districts.



8. Determine the off-street parking and loading requirements by number of employees on peak shifts. Loading docks and truck movements should be the subject of site plan review to assure acceptable visual quality. Loading areas should be screened from view from public streets.
9. Require the screening of equipment storage areas from public streets and adjacent property. Screening should be opaque up to eight feet and should be called for to screen company owned and operated vehicles and equipment. No storage should be allowed in required yard or set-back areas.
10. Encourage the placement of utility lines underground where feasible and practical. Lines that cannot be buried should be planned along interior property lines.

#### Industrial or Research Parks

The purpose of the industrial park is to provide for a park-like, attractive operating environment for industry, for the protection of its occupant industries from the encroachment of uses adverse to the operation and expansion of such industry, as well as to reduce the impact of industrial use upon surrounding non-industrial uses; to lessen traffic congestion; to protect the health and safety of the residents or workers in the area and within the City in general.

1. Require a minimum land area of ten acres for development of an industrial park, with larger parcels preferred.
2. Require development to be in single or corporate ownership at the time of application.
3. Require the development to follow a comprehensive master plan to assure the park's good visual quality, compatible relationship to its surroundings, and good access from existing streets.
4. Prohibit any lots within the park from facing directly onto any public street.
5. Require restrictive covenants that will assure continued maintenance of landscaping, architectural controls, strict adherence to environmental standards, and compatibility with surroundings.

